

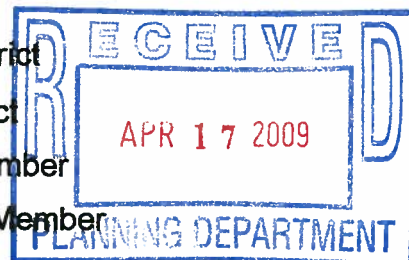


**COUNTY OF LOUDOUN
PARKS, RECREATION AND COMMUNITY SERVICES
REFERRAL MEMORANDUM**

To: Judi Birkitt, Project Manager, Planning Department (MSC #62)
From: ~~Mark A. Novak~~ Brian G. Fuller, Park Planner, Facilities Planning and Development (MSC #78)
Through: ~~Mark A. Novak~~ Mark A. Novak, Chief Park Planner, Facilities Planning and Development
CC: Diane Ryburn, Director
Steve Torpy, Assistant Director
Su Webb, Chairman, PROS Board, Catoctin District
Michael Capretti, PROS Board, Broad Run District
Robert C. Wright, PROS Board, Open Space Member
James E. O'Connor, PROS Board, Open Space Member

Date: April 16, 2009

Subject: Kincora Village Center ZMAP 2008-0021
Election District: Broad Run **Sub Planning Area:** Ashburn
MCPI # 041-29-8238, 042-29-6582, and 042-49-0209



BACKGROUND:

The Properties are bounded to the north by Route 7, to the east by Route 28 and Broad Run to the west. The site is located in the Suburban Policy Area within the Broad Run Election District and consists of approximately 336.64 acres. The Property is currently zoned PD-IP (Planned Development-Industrial Park) pursuant to the 1972 Zoning Ordinance. A portion of the site is located within the LDN-60 Airport Impact Overlay District. The Properties are also located within the Route 28 Highway Transportation Improvement District.

On November 14, 2007, the Board of Supervisors (BOS) denied the previous Kincora rezoning application (ZMAP 2006-0016), which requested to rezone 424 acres from PD-IP to PD-TC (Planned Development-Town Center) and PD-OP (Planned Development-Office Park). On December 18, 2007, the BOS created a PD-MUB (Planned Development-Mixed Use Business) zoning district to support high-quality mixed-use communities.

In this application, the Applicant proposes to develop a keynote employment Class A office park within a mixed-use business center. Kincora Village Center is to include retail, restaurants, hotel/conference center uses, and multi-family residential units

focused around a proposed minor league baseball stadium, which is subject to a separate Special Exception application (SPEX 2008-0052).

POLICY:

The subject site is governed under the policies outlined in the Revised General Plan, Revised 1993 Zoning Ordinance the Revised Countywide Transportation Plan (CTP), and the Bicycle and Pedestrian Mobility Master Plan (Bike/Ped Plan). The Properties are located within the Sterling Community Suburban Policy Area. The Plan Land Use Map designates the Property as Keynote Employment.

The Properties are located within the Route 28 Tax District. The Revised General Plan provides policy direction encouraging property owners within the Tax District to rezone to the approved zoning district regulations to provide consistent development patterns within the District. The Plan states "The County will look at incentives to encourage Route 28 Tax District landowners to opt into the Revised 1993 Zoning Ordinance (Revised General Plan, Policy 14, p. 4-10).

ANALYSIS:

The Applicant proposes to develop a keynote employment Class A office park within a mixed-use business center. The uses include 2,604,349 square feet of Office Employment; 1,544,000 square feet of Residential (1400 multi-family units including 140 ADUs); 398,825 square feet of Retail/Commercial; 575,000 square foot Hotel/Conference Center (720 rooms); 269,851 square feet of Public/Civic/Institutional; and 168 acres of Parks and Open Space. To support this program, the applicant seeks to rezone the Property from PD-IP to the new PD-MUB in accordance with the provisions of the Revised 1993 Zoning Ordinance.

The Applicant contends that the proposal will generate the type of commercial tax base expansion envisioned for the Route 28 corridor. As part of the rezoning, the Applicant is committing to construct significant portions of Pacific Boulevard and Gloucester Parkway, including two crossings of Broad Run, as well as provide extensive pedestrian and bicycle trails located adjacent to Pacific Boulevard and Broad Run.

COMMENTS:

With respect to Parks, Recreation and Community Services (PRCS) we offer the following comments and recommendations:

1. This project will potentially add 1400 multi-family units and offers no contribution to active public recreation. The Dulles Area is presently experiencing, and will continue to experience significant residential development. Additional development from new rezoning and by-right developments will place recreational facilities in further jeopardy from a capacity perspective. Developers of other subarea residential projects indicate in their applications that the area is supported by existing and planned public facilities. However, residents from both by-right and rezoned subdivisions add a significant demand on existing recreation facilities which make it difficult to keep pace with respective service demands. This application alone will have an immediate impact on existing and planned public recreational facilities in the area.

The Applicant should demonstrate to Staff, the Planning Commission, and the Board of Supervisors how the active recreational and leisure needs of these new residents will be met without further taxing the existing public recreational facilities in eastern Loudoun County.

2. The Applicant is proposing to dedicate a 175-acre "natural park" within the Broad Run floodplain to the County for purposes of environmental protection and public passive recreation. Staff requests that all proffer and/or plan labels be revised to identify the proposed park as a "passive park." In order to fully-evaluate this potential addition to the County park system, PRCS requests that the proposed park be clearly delineated throughout the Concept Plan, or that the Applicant provide a separate exhibit.

In addition, Staff notes that in the Statement of Justification, the park is described as containing 175, 168, and 167 acres. The previous rezoning application offered a dedication of 187.45 acres. The current proffer statement does not commit to a specific acreage in Proffer IV.C. Please revise and/or explain this discrepancy.

Furthermore, public parking for the passive park and the heron rookery overlook is not shown on the Concept Plan. Please provide more information on how the public is to access the park and trail system. A trailhead with parking needs to be identified for point of entry.

3. Please revise Sheet 1 to include the following note: *"Written notice shall be provided to the Director of the Department of Parks, Recreation and Community Services prior to any clearing, grading, mining of topsoil or earth fill, soil stockpiling, staging of equipment or materials, disposal of soil or waste material, or dumping on land that is to be dedicated to the County for purposes of public parks, active recreation, or passive open space."*
4. Please revise Sheet 1 to include the following note: *"All design and construction of facilities for dedication to Loudoun County Parks, Recreation and Community*

Services must be in accordance with the Loudoun County Parks, Recreation and Community Services Design and Construction Standards.

PRCS requests that the Applicant revise Proffer IV.C, Sentence 1, on Page 26, to specify that the land dedication shall occur when requested by the County, but no later than at the time of the final record plat for the first residential phase associated with this application. It is the desire that PRCS receive the property at the earliest date possible. In addition, Staff requests that the Applicant revise the Proffer IV.C, Sentence 2, on Page 26, to state that all future trail locations within the passive park are to be coordinated with PRCS prior to trail construction, and will be constructed within 6 (six) months of the completion of the wetland banks and trailhead construction.

PRCS will support and assist with planning and siting of the proposed Heron Rookery Observation Platform, the proposed wetlands mitigation, and the proposed natural surface trails to be developed within the park, once it is under County ownership.

5. The proffers state that the proposed trails to be developed in the natural park will be of a natural, pervious surface. Sheets 15 and 16 of the Concept Plan delineate an "8' Bike/Ped Trail" through the floodplain. All proffered facilities to be conveyed to the County for Parks are to be designed and constructed to PRCS standards. The proposed trails depicted within the proposed passive County park do not meet PRCS standards. The PRCS Design and Construction Standards Manual Detail TR-2.0 depicts a pervious trail to be a maximum of 5' wide and constructed of crushed 21-A stone or bluestone. Furthermore, trails within the floodplain are intended to be for non-intrusive passive recreational use, typically hiking and walking. Other uses are to be determined and permitted through PRCS approval. Please revise plan labels on Sheets 15 and 16 to read "Natural Surface Trail." Staff notes that bicycle accommodations are already proposed with the multi-use trail shown along Pacific Boulevard.
6. Staff notes that Sheet 15 of the Concept Plan does not depict a trail along Gloucester Parkway and its crossing of Broad Run. Currently, there are very few existing stream crossings of Broad Run. The Loudoun County Bicycle and Pedestrian Mobility Master Plan (BPMMP), Chapter 4(A), Roadway Planning and Design Policy 1, states that *"Transportation facilities... will be planned, designed, constructed and maintained to accommodate shared use by motor vehicles, **bicycles and pedestrians.**"* In addition, the Loudoun County Bicycle and Pedestrian Mobility Master Plan (BPMMP), Chapter 5(C), Table 5-1, #22, identifies Gloucester Parkway to *"[integrate] bike/ped improvements into various road improvement projects."* Please revise the crossing to depict multi-use trail accommodations on the bridge like the one shown along Pacific Boulevard and discussed in the proffers.

PRCS is developing a system of interconnected trails (linear parks) along the County's Stream Valley Corridors. Currently, PRCS has assembled approximately 6 miles of stream valley corridor trails along Broad Run on both sides of the stream. Stream crossings of Broad Run at the Gloucester Parkway and Russell Branch Parkway bridges are vital to the trail system as it develops to help facilitate connectivity and smaller loop circuits.

7. The Applicant should proffer connectivity to existing offsite pedestrian and/or multi-use trail facilities. Staff notes that the Applicant mentioned in their presentation to County Staff on March 30, 2009 that they intend to provide a connection from the trail in the passive park along the east side of Broad Run, under the Route 7 bridges, to the Potomac Heritage National Scenic Trail (PHNST) downstream in Bles Park, along the west side of the Broad Run. Please provide Staff with more detailed information on the proposed connections to the PHNST.
8. The Loudoun County Bicycle and Pedestrian Mobility Master Plan (BPMMP), Chapter 4(A), Roadway Planning and Design Policy, Bicycle Amenity Policy 1 states that, "*The County shall... ensure that adequate and appropriate bicycle parking is located at **places of employment, within shopping centers and districts**, at transit centers and park and ride lots, parks, at public buildings and at other appropriate public facilities.*" The Applicant should demonstrate to Staff, the Planning Commission, and the Board of Supervisors how bicycle parking accommodations are being met.
9. Staff notes that on Sheet 11 of the Concept Plan, the proposed alignment of the Russell Branch Parkway crossing of Broad Run will significantly impact (destroy) the historic "tollhouse" and ruins of the historic turnpike bridge along Route 7, formerly the Old Vestal's Gap Road.

As the County-designated agency for the administration of publicly-owned historic properties, PRCS has identified the tollhouse as a unique opportunity to interpret historic western roadway expansion into Loudoun County, as well as the opportunity to provide a gateway and trailhead for the adjacent PHNST (located just north of the Route 7 bridges along the west side of Broad Run) and for the future Broad Run stream valley trail system to the south.

PRCS notes that the tollhouse was listed on the National Register of Historic Places in 1970, and was established as a County Historic District in 1972. PRCS is willing to work with the Applicant and other County Historic Preservation Staff to discuss viable options for the preservation and interpretation of this historic structure, including the re-routing of Pacific Boulevard and/or a relocation of the tollhouse to an appropriate public site.

10. Staff notes that Proffer I.G discusses a 2-acre land reservation for a Center for Performing Arts/Civic Use Site to be donated to the County and/or a non-profit entity. Please be advised that the County has no capital facility standard for a Performing Arts Center or Civic Use Site; therefore, the reservation and dedication of the Performing Arts Center parcel is not eligible for a capital facility credit as a public use site without Board of Supervisors approval.

Staff questions whether or not a 2-acre site would be large enough to adequately construct the proposed 550-seat performing arts center. Staff notes that the Applicant mentioned in their presentation to County Staff on March 30, 2009 that they have letters of intent from several non-profit arts organizations. Therefore, Staff recommends that the Applicant revise Proffer I.G to remove all references of dedication to, or coordination with, the County.

CONCLUSION:

PRCS has identified above, outstanding issues that require additional information to complete the review of this application.

If you have any questions or concerns regarding these comments, please do not hesitate to contact me personally via phone at 571-258-3251, or via e-mail at brian.fuller@loudoun.gov. You may also contact Mark Novak via phone at 703-737-8992, or via e-mail at mark.novak@loudoun.gov. I look forward to attending any meetings or work sessions to offer PRCS support, or to be notified of any further information regarding this project.